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Programme budget for the biennium 2008-2009

Estimates in respect of special political missions, good offices and other political initiatives, authorized by the General Assembly and/or the Security Council

Revised budget for the period from 1 January to 31 December 2009 for the United Nations Political Office for Somalia

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/63/346/Add.7). The report sets out the proposed revised budget for the period from 1 January to 31 December 2009 for the United Nations Political Office for Somalia (UNPOS). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee recalls that the General Assembly, in its resolution 63/263, approved resources of $1,545,500 for UNPOS for the period from 1 January to 30 June 2009. A supplementary budget, for the period from 1 July to 31 December 2009, was to be presented in accordance with established procedures, following the outcome of an assessment mission that would provide the basis for the development and planning assumptions and resource requirements for the relocation of UNPOS to Somalia. During the first part of the resumed sixty-third session of the Assembly, the Secretary-General submitted estimated revised resource requirements for UNPOS for the period from 1 January to 31 December 2009 in the amount of $12,795,500 (see A/63/346/Add.6 and A/63/779). However, in its resolution 63/268, the Assembly requested the Secretary-General to submit a revised proposal for its consideration during the second part of its resumed sixty-third session since the

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impact of Security Council resolution 1863 (2009), adopted on 16 January 2009, had not been reflected in the budgetary proposal.

II. Revised budget for the period from 1 January to 31 December 2009

A. Mandate and planned results

3. Paragraphs 1 to 17 of the report of the Secretary-General (A/63/346/Add.7) provide information on the background, mandate and objectives of the Office during 2008 and on the activities expected to be undertaken in 2009, in implementing Security Council resolution 1863 (2009).

4. In its resolution 1863 (2009), the Security Council, inter alia, expressed its intent to establish a United Nations peacekeeping operation in Somalia as a follow-on force to the African Union Mission in the Sudan, subject to a further decision of the Security Council by 1 June 2009 (para. 4), and requested the Secretary-General to submit a report for a United Nations peacekeeping operation by 15 April 2009 and to develop recommendations on the mandate of such an operation (paras. 5 and 6). The Council also welcomed the proposal of the Secretary-General to establish within UNPOS a dedicated capacity that would include expertise in police and military training, planning for future disarmament, demobilization and reintegration activities and security sector reform activities, as well as rule of law and correction components (para. 24) (see also para. 8 below).

5. The Advisory Committee notes that the Secretary-General has submitted a report that provides an assessment in advance of the decision to establish a United Nations peacekeeping operation in Somalia as a follow-on force to the African Union Mission in Somalia (AMISOM) (see S/2009/210). An update on the implementation of Security Council resolution 1863 (2009), including developments in the political process, an assessment of the security situation on the ground and progress towards the full deployment and strengthening of AMISOM is provided in paragraphs 2 to 37 of the report. In paragraphs 42 and 43, the Secretary-General sets out the strategic objectives of the United Nations for Somalia and provides recommendations on the mandate of the envisaged peacekeeping operation, as requested by the Council, in paragraph 6 of its resolution 1863 (2009). In paragraphs 48 to 80 of the report, the Secretary-General summarizes all the scenarios and options identified during the integrated mission planning process and, in paragraphs 81 to 94, makes recommendations on the way forward.

6. While the deployment of a multidimensional United Nations peacekeeping operation remains the goal, the Secretary-General recommends an incremental three-phased approach based on the three options described in his report (see S/2009/210, paras. 49-80 and 81-86), as follows:

(a) The first phase would involve maintaining the current engagement approved in Security Council resolution 1863 (2009), which consists of support to AMISOM, support in building the Somali security institutions and support for the political process, recovery and humanitarian activities of the United Nations country team. It implies frequent visits to Mogadishu and other accessible areas to monitor

implementation of mandated activities. Progress in the implementation of the first phase (described as option B) would be assessed after three to four months;

(b) The second phase would entail adding to the activities of the first phase a light United Nations footprint in Mogadishu consisting of elements from UNPOS to support the political process, with the Department of Field Support overseeing delivery of the AMISOM support package and the United Nations country team overseeing delivery of humanitarian assistance, recovery and development projects. The first and second phases are considered as transitional steps to gauge the acceptability of a United Nations presence in Mogadishu. Progress in the second phase (described as option C) would also be assessed after three to four months by the Security Council, which would review the United Nations role and decide whether the conditions and timing were conducive to the final phase;

(c) The final phase would constitute the establishment of a United Nations peacekeeping operation to take over from AMISOM (described as option A).

7. The Secretary-General indicates in his report that he considers the approach to be prudent, carefully calibrated and flexible, allowing all options to be pursued at the appropriate time, circumstances and conditions permitting. A fourth option (described as option D) is a contingency plan, in the event that the security situation were to degenerate, making it untenable to establish and retain an international presence in Mogadishu. Upon enquiry, the Committee was informed that the first phase is currently being implemented.

8. The Advisory Committee notes that the Security Council, in its resolution 1872 (2009), inter alia, welcomed the report of the Secretary-General (S/2009/210) and its recommendations for continued action and requested the Secretary-General to continue to assist the Transitional Federal Government in developing the transitional security institutions, including the Somali Police Force and the National Security Force, and to support the Transitional Federal Government in developing a national security strategy, including plans for combating illicit arms trafficking, disarmament, demobilization and reintegration, justice and corrections capacities. It also recalled its statement of intent regarding the establishment of a United Nations peacekeeping operation, decided to authorize the member States of the African Union to maintain AMISOM until 31 January 2010 and requested the Secretary-General to take the steps identified in paragraphs 82-86 of his report (S/2009/210; see also paras. 6 and 7 above) and to report on progress by 30 September and 31 December 2009. The Council also requested UNPOS to work with the Transitional Federal Government to develop its capacity to address human rights issues and to expedite the deployment of elements of UNPOS and other offices and agencies, including the United Nations Support Office for AMISOM (UNSOA), to Mogadishu, consistent with the security conditions.

9. The Advisory Committee notes the lack of functional clarity between UNSOA and UNPOS. Paragraphs 18 to 20 of the budget document (A/63/346/Add.7) refer to UNPOS cooperation with other entities, such as UNSOA, AMISOM, as well as the United Nations Development Programme (UNDP). As indicated therein, a number of administrative functions and wider field support activities will be shared between UNPOS and UNSOA, with any additional support provided for 2009 by UNSOA or the United Nations Office at Nairobi on a cost-reimbursable basis. Furthermore, a review and assessment will be undertaken, and a coordination mechanism, consisting of UNPOS, UNSOA and UNDP, will be established to plan how to

streamline, ensure information-sharing and agree on cost-sharing arrangements for common services. The results will be reflected in the budget proposal for UNPOS for 2010, in the context of the Secretary-General's proposals for special political missions to be submitted during the main part of the sixty-fourth session of the General Assembly. **The Advisory Committee is of the opinion that efforts must be made to rationalize functions in order to avoid overlap, duplication of activities and resources, and to attain greater efficiency and savings, in particular between UNPOS and UNSOA. The Committee will make its relevant comments and observations in that context. The submission of the Secretary-General should provide information on the synergies and efficiencies between UNPOS and all other relevant actors, as well as cost-sharing arrangements.**

B. Resource requirements

10. The revised budget for the United Nations Office in Somalia for the period from 1 January to 31 December 2009, is estimated at $16,004,100 net ($16,987,300 gross). It would provide for civilian personnel costs ($7,398,800), including a staffing component of 98 civilian staff (70 international and 28 national positions) and operational costs ($8,605,300). The increase of $744,000 in the requirements proposed for 2009, as compared to the appropriation for 2008 of $15,260,100, is mainly due to the proposed increase in staffing positions, offset in part by lower requirements for operational costs (communications and information technology), owing to delays in relocating to Somalia.

11. Given the remaining balance of $5,095,900, resulting from actual expenditures incurred for 2008, as well as the $1,545,500 already approved by the General Assembly in its resolution 63/263 for the period from 1 January to 30 June 2009, the net additional requirements for UNPOS would amount to $9,362,700. The Secretary-General is proposing that the resources be approved in accordance with the provisions of Assembly resolution 41/213.

12. **The Advisory Committee is of the opinion that the linkage between the resources requested in the Secretary-General's revised budget and the activities resulting from the mandate set out in Security Council resolution 1863 (2009) for UNPOS should have been set out more clearly.**

Civilian personnel

13. The approved positions for UNPOS, its vacancy situation as at 18 May 2009, as well as the proposals of the Secretary-General for 2009, including new positions proposed, are summarized in the table below.

	Positions	*Level*
Approved positions for 2008	72	1 USG; 1 D-2; 1 D-1; 7 P-5; 9 P-4; 9 P-3; 12 FS; 4 GS; 12 NO; 16 LL
Initially approved positions for 2009	81	1 USG; 1 D-2; 1 D-1; 8 P-5; 12 P-4; 10 P-3; 16 FS; 4 GS; 12 NO; 16 LL
Vacant positions as at 18 May 2009	10	3 P-5; 2 P-4; 2 P-3; 3 FS
Proposed revised positions for 2009	98	1 USG; 1 D-2; 2 D-1; 10 P-5; 20 P-4; 11 P-3; 1 P-2; 24 FS; 12 NO; 16 LL
New positions	17	1 D-1; 2 P-5; 8 P-4; 1 P-3; 1 P-2; 4 FS
Conversions*	4	4 GS to FS

* As a result of the adoption of General Assembly resolution 63/250 on the harmonization of the conditions of service.

Abbreviations: FS: Field Service; GS: General Service; LL: Local level; NO: National Officer; USG: Under-Secretary-General.

14. The Advisory Committee recalls that the General Assembly, in its resolution 63/263, approved the establishment of a joint planning unit with four positions (1 P-5, 1 P-4, 1 P-3 and 1 Field Service) and one position for a Logistics Officer (P-4) for 2009. In its resolution 63/268, it approved four additional security personnel positions (1 P-4 and 3 Field Service), pending submission by the Secretary-General of an updated proposal (see para. 2 above).

15. The staffing costs of $7,398,800 included in the report of the Secretary-General, for the period from 1 January to 31 December 2009 (A/63/346/Add.7), reflect a revised staffing component of 98 positions, including 17 proposed additional positions, as well as the proposed conversion of four General Service staff positions into the Field Service category, as a result of the adoption of General Assembly resolution 63/250 on human resources management (see table above). The costs also take into account a phased deployment factor of 20 per cent for new and continuing international and National Officer positions, as well as of 10 per cent for Local level staff (see para. 18 below).

16. The Advisory Committee was informed, upon enquiry, that the vacant positions shown in the table above are at the final stages of the recruitment process. They have specific functions relating to staff safety and security, planning, and legal, civil and gender affairs and therefore cannot be utilized for redeployment to meet the emerging needs of supporting the Security Sector Development Office.

Comments and recommendations on positions

17. As a result of the adoption of Security Council resolution 1863 (2009), the Secretary-General is proposing to establish a dedicated capacity to support the development of the Somali security sector, including advisers on military and police training, security sector reform, disarmament, demobilization and reintegration, mine action, human rights, justice and corrections, in coordination with the ongoing work of AMISOM and UNDP in these areas. An organization chart of UNPOS,

including existing and proposed positions, is attached as an annex to the present report.

18. **The Advisory Committee recognizes the importance of deploying elements of UNPOS and other offices to Mogadishu, taking into account the security conditions, as requested by the Security Council in its resolution 1872 (2009). In making its recommendations on the additional staffing resources proposed, the Committee has taken into account the timing of the submission of the present report, the ability of UNPOS to perform its activities in situ on the basis of recent experience and the plans of the Secretary-General, as included in paragraphs 82 to 86 of his report (see S/2009/210 and paras. 6 and 7 above). Furthermore, the Secretary-General will be submitting the requirements for special political missions, including UNPOS, to the General Assembly at the main part of its sixty-fourth session, as requested by the Assembly in its resolution 63/263. On this basis, the Committee recommends that the phased deployment factor for the new positions proposed be increased to 50 per cent, instead of the 20 per cent proposed. The Committee's recommendation on the 17 additional substantive positions proposed to be established for 2009 are set out in paragraphs 19-26 below.**

19. One Legal Affairs Officer (P-4) is requested to strengthen the capacity of the Legal Affairs Unit, which currently includes two positions (1 P-5 and 1 Field Service). The Advisory Committee was informed that UNPOS has been designated as the focal point on piracy and armed robbery at sea off the coast of Somalia, pursuant to Security Council resolutions 1816 (2008), 1838 (2008), 1846 (2008) and General Assembly resolution 62/215. **Given the fact that the position is requested for reporting and collating information from other sources, the Advisory Committee is of the opinion that the functions should be provided from existing capacity within the Legal Affairs Unit or the Political Affairs Office.**

20. A new Security Sector Development Office is proposed to be created to support the new Government of Somalia in developing and implementing the transitional security arrangements in support of the Djibouti Agreement and the longer-term security sector development programme. The Office would comprise a Military Advisory Unit and a Police Advisory Unit. Three Administrative Assistant (Field Service) positions are requested to provide technical and administrative support. **The Advisory Committee recommends acceptance of one out of the three Field Service positions requested to provide administrative support to the Office.**

21. Two additional positions are requested for the Security Sector Development Office: a Director (D-1) to head the Office, who would work with Somali authorities in developing the security institutions, co-chair the Joint Security Committee with the Deputy Commander of AMISOM, liaise and coordinate with Headquarters, the African Union Peace and Security Council, the African Union secretariat, AMISOM, UNDP and international partners and donors; and a Senior Security Sector Reform Officer (P-5) to advise the Joint Security Committee on issues related to the National Security Force and the Somali Police Force, including their development, civilian oversight, vetting and monitoring. **The Advisory Committee recommends approval of the D-1 position to head the Office. Considering that the sizeable programme may start at a later stage, the Committee recommends against the P-5 position proposed at this time.**

22. The Military Advisory Unit is proposed, inter alia, to support the Joint Security Committee on military issues, provide advice on the formation of the National Security Force and provide military advisory interface with United Nations Headquarters, the African Union and the international community. The Unit would comprise the current Senior Military Adviser (P-5) position, and an additional position proposed for a Military Information Analyst/Liaison Officer (P-4) to manage, integrate, analyse and disseminate information, liaising with the various actors in the region. It is envisaged that these functions could be taken over by the possible future peacekeeping mission. **The Advisory Committee recommends approval of the new P-4 position; the continuing need for this position should be reviewed in the light of the establishment of a United Nations peacekeeping operation.**

23. The Police Advisory Unit is proposed to provide advice on police matters and to provide support to reinforce and complement the AMISOM police component, as well as to initiate the capacity-building of the Somali Police Force in conjunction with UNDP and other stakeholders, in accordance with the Djibouti Agreement. The Unit would comprise four Police Adviser positions (3 P-4 and 1 P-3) requested to provide support and advice in the areas of police reform, training, planning and police logistics, in addition to the existing Senior Police Adviser (P-5). **The Advisory Committee recommends approval of a total of two P-4 positions, out of the four requested, to provide support on police matters at this stage and until such time that the security situation allows for a presence in Mogadishu.**

24. A Senior Political Affairs Officer (P-5) for Constitutional Affairs is requested for the Political Affairs Office, to provide political support, oversight and strategic guidance on the constitution-drafting process in the light of the developments taking place in the context of the Djibouti peace process. **The Advisory Committee recommends approval of the P-5 position requested.**

25. An Administrative Assistant (Field Service) is requested to provide general administrative support to the Humanitarian and Development Affairs Unit, which currently comprises two positions (1 P-5, 1 National Officer). **The Advisory Committee recommends against approval of the additional Administrative Assistant (Field Service) position requested. The functions should be covered from within existing capacity.**

26. Four additional positions (3 P-4 and 1 P-2) are requested to strengthen the Human Rights Unit, which currently comprises four positions (1 P-5, 1 P-4, 1 National Officer and 1 Field Service). The positions are requested to monitor human rights aspects and issues related to the Somali security forces and prison system. **For the reasons indicated in paragraph 18 above, the Advisory Committee recommends acceptance, at this time, of two positions (1 P-4 and 1 P-2) out of the four proposed.**

Comments and recommendations on operational costs

27. The table below provides a breakdown of the resources appropriated under operational costs for 2008 and 2009, actual expenditures for 2008, revised requirements for 2009 and net additional requirements for 2009.

(Thousands of United States dollars)

	Appropriation	*Actual expenditure*	*Appropriation*	*Total appropriation*	*1 January-31 December 2009*		
	2008	*2008*	*2009*	*2008-2009*	*Total requirements*	*Net additional requirements*	*Non-recurrent requirements*
	(1)	*(2)*	*(3)*	*(4)=(1)+(3)*	*(5)*	*(6)=(5)+(2)-(4)*	*(7)*
Operational costs							
1. Consultants and experts	95.0	148.0	—	95.0	211.5	264.5	—
2. Official travel	1 373.3	1 431.8	668.3	2 041.6	1 092.1	482.3	—
3. Facilities and infrastructure	1 046.3	811.0	145.9	1 192.2	1 620.1	1 238.9	743.4
4. Ground transportation	679.8	484.1	217.0	896.8	669.0	256.3	483.0
5. Air transportation	1 688.9	1 147.3	521.7	2 210.6	2 677.6	1 614.3	—
6. Communications	2 786.8	1 508.6	(1 273.3)	1 513.5	1 629.4	1 624.5	317.1
7. Information technology	973.7	641.0	56.2	1 029.9	464.7	75.8	188.5
8. Medical	53.1	53.1	27.9	81.0	51.9	24.0	—
9. Other supplies, services and equipment	167.3	385.0	169.5	336.8	189.0	237.2	—
Total	**8 864.2**	**6 609.9**	**533.2**	**9 397.4**	**8 605.3**	**5 817.8**	**1 732.0**

28. The proposed revised requirements for operational costs for the period from 1 January to 31 December 2009 amount to $8,605,300. The Advisory Committee notes that the provision proposed includes an amount of $1,732,000 for non-recurrent requirements.

29. Resources of $2,677,600 are proposed for air transportation. An amount of $1.3 million would cover air travel of UNPOS staff, and $1.3 million is estimated for Somali representatives travelling to various meetings. Accordingly, resources would cover four flights per month of a United Nations Humanitarian Air Services-operated Beechcraft 200 for the Special Representative of the Secretary-General and UNPOS staff between Nairobi and various locations in Somalia; two flights per month of a charter aircraft, as back-up, for travel of the Special Representative between Nairobi and Somalia, as per Department of Safety and Security requirements; and two flights per month of a charter aircraft between Nairobi and Djibouti for meetings and consultations.

30. The resources requested under facilities and infrastructure in the amount of $1,620,100 include a provision of $743,400 for non-recurrent requirements to cover the acquisition of prefabricated facilities, generators and other equipment, as well as security services in Nairobi and in Somalia ($323,000), renovations in the offices in Somalia ($242,900) and the rental of offices in Nairobi and Mogadishu and of the five regional offices in Somalia ($119,000).

31. Resources amounting to $669,000 are requested for ground transportation, including $483,000 for non-recurrent requirements. This would cover the acquisition of 15 vehicles (10 new and 5 replacements), as well as rental of 5 vehicles for each regional office, maintenance, insurance and fuel-related costs.

32. The requested $1,624,500 for communications include recurring communications costs and support expenses, as well as a provision of $317,100 for non-recurrent requirements related to the acquisition of radio communication equipment to equip staff with mobile radios for security purposes, and public information equipment.

33. **Taking into account the recommendations on staffing contained in paragraphs 18 to 26 above, the Advisory Committee recommends that the operational costs for 2009 be adjusted accordingly.**

Other matters

34. Pursuant to paragraph 8 of Security Council resolution 1863 (2009), a donors conference was convened on 23 April 2009 in Brussels to solicit contributions for two separate United Nations trust funds established to provide bilateral assistance to AMISOM and the Transitional Federal Government of Somalia. The United Nations trust fund for AMISOM will channel financial assistance from donors to the African Union and AMISOM troop-contributing countries, for troop reimbursement and procuring contingent equipment. The United Nations trust fund for the Somali security forces will channel financial assistance to the Somali authorities in support of the sustainment and development of the Joint Security Committee and the National Security Force (formerly, the Joint Security Force) envisaged in the Djibouti Agreement. The Advisory Committee was informed that donors had pledged nearly $213 million, out of which it is estimated that $66.4 million in 2009 would be managed by UNPOS in support of the Somali security institutions; the balance would support AMISOM. As indicated in paragraph 13 of the budget document (A/63/346/Add.7), trust fund resources will be used to fund a UNPOS trust fund unit, comprising some five positions (1 P-5, 1 P-3, 1 Field Service and 2 Local level) to manage the activities of the fund, complementing the UNPOS staffing establishment. **The Advisory Committee questions the number of positions proposed, which appears excessive, to support the administration of the trust fund.**

III. Recommendation

35. **The proposals of the Secretary-General for action to be taken by the General Assembly are set out in paragraph 30 of his report (A/63/346/Add.7). The Advisory Committee recommends that the General Assembly:**

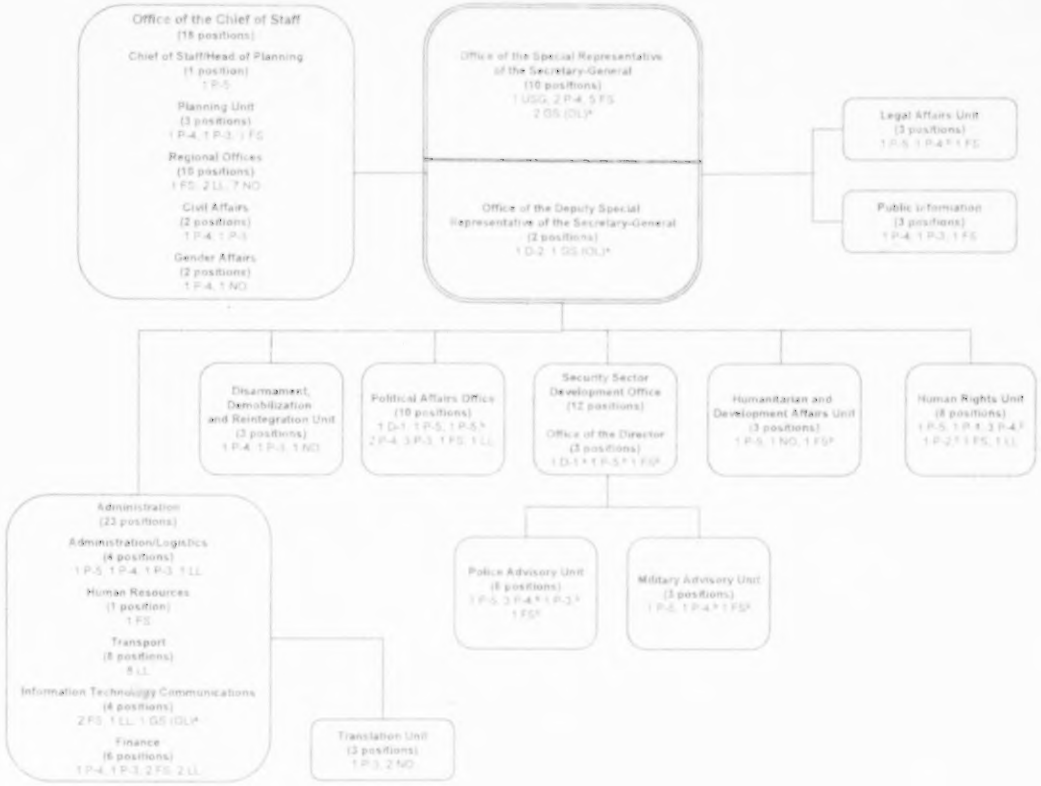
(a) **Approve the revised budget for UNPOS for 2009 as proposed by the Secretary-General, subject to the observations and recommendations of the Advisory Committee as set out above. In order to expedite the submission of the present report to the General Assembly, it is being sent for publication while the consequential reductions, which would arise from the Advisory Committee's recommendations, are being costed. The results of the costing analysis will be communicated to the Assembly by the Chairman of the Advisory Committee in her introductory statement;**

(b) **Take note of the balance of $6,641,400 under the appropriation for UNPOS for the biennium 2008-2009, based on actual expenditures incurred in 2008;**

(c) Taking into account the recommendations contained in paragraph 35 (a) and (b) above, appropriate, under the provisions of Assembly resolution 41/213, the adjusted resources under section 3, Political affairs, and under section 35, Staff assessment, to be offset by a corresponding amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2008-2009.

Annex

United Nations Political Office for Somalia
Organization chart for 2009



Abbreviations: FS: Field Service; GS (OL): General Service (Other level); LL: Local level; NO: National Officer.

[a] To be converted into Field Service as of 1 July 1, 2009.

[b] New position.